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ABSTRACT

A review is provided of the flow of students to and from colleges in the Los Angeles Community College District (LACCD). First, background is provided on the agreements between the LACCD and coterminus districts regarding interdistrict enrollments in effect prior to or during 1983-84; the effect of the initiation of free-flow policies in 1983-84; and the factors causing LACCD to issue notices to eight of ten districts that their enrollment of LACCD residents would be restricted beginning in spring 1985. Using data provided by the State Chancellor's Office on the number of students residing in the LACCD but attending a college in one of the ten coterminus districts, the following section offers an analysis of student migration among area colleges under the free-flow policies. Information is presented on spring 1984 net enrollment and estimated average daily attendance losses to the LACCD; student characteristics; participation rates of community residents; variations among coterminus districts; policy issues related to the restrictions on student choice, financial concerns, and the academic implications of the loss of the traditional student base by the LACCD; the cost of re-establishing interdistrict agreements; and variations in agreements. (HB)

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A PRELIMINARY REVIEW OF
STUDENT MIGRATION PATTERNS
IN THE LOS ANGELES AREA

Prepared by

The Office of Educational Planning and Resource Development,
Educational Services Division
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A PRELIMINARY REVIEW OF STUDENT MIGRATION PATTERNS IN THE LOS ANGELES AREA

Background

Community colleges were primarily supported by local property taxes prior to the passage of Proposition 13 in 1978. Interdistrict agreements included transfer payments to support the costs of educating out-of-district, in-state students. In 1979-80, with funding largely from state sources, transfer payments were eliminated.

Interdistrict agreements continued, however, and these varied somewhat from district to district. The following summarizes agreements between the Los Angeles Community College District (LACCD) and coterminus districts in effect prior to or during 1983-84.

Exceptions to Interdistrict Permit Requirements

Cerritos	Enrollment during the summer and for fewer than ten hours/week per semester.
Compton	A statement restricting the enrollment of Compton residents in other district colleges was issued in 1983-84. LACCD students can attend Compton without restriction.
El Camino	Enrollment during the summer and for fewer than ten hours/week per semester; enrollment in apprenticeship classes.
Glendale	Enrollment during the summer and for fewer than eight units; permits are limited to defined subject areas.
Long Beach	Free-flow up to 250 ADA.
Pasadena	Enrollment during the summer and for fewer than ten hours/week per semester.
Rio Hondo	Enrollment during the summer and for fewer than ten hours/week per semester; enrollment in mandatory in-service classes.
Santa Clarita	Enrollment during the summer and for fewer than ten hours/week; enrollment in short-term and apprenticeship classes.
Santa Monica	Free-flow up to 5,000 ADA through July 1, 1986, under conditions specified in Administrative Code 78140.
Ventura	Enrollment during the summer and for fewer than six hours/week; enrollment in short-term classes.

In 1983-84, free-flow was initiated. Enrollment in LACCD colleges fell sharply both semesters that year, and further declines are evident in early reports for the 1984 fall semester. While these declines resulted from a variety of factors in addition to free-flow, this fall the LACCD issued notices to eight of the ten districts listed above that their enrollment of LACCD residents would be restricted beginning with the spring semester of 1985. Agreements were already in place for Santa Monica and Long Beach, as noted above. Correspondence also recommended that interdistrict agreements be renegotiated, and some preliminary meetings have been held.

Data on the flow of students to and from area colleges are collected by using residency codes self-reported by enrolling students. Individual colleges or districts only have information on their own students, so out-of-district enrollment data must be obtained from other districts or from the State Chancellor's Office. At present, the District has historical data on incoming students only. As the table below illustrates, the total has remained fairly constant since 1978-79.

California Community College Students Enrolling in LACCD
but Not LACCD Residents, Fall 1978 - Spring 1984

Semester	First Census Enrollment	ADA
Fall 1978	5,864	2,346
Spring 1979	5,877	2,354
Fall 1979	5,919	2,439
Spring 1980	5,587	2,253
Fall 1980	5,310	2,261
Spring 1981	6,692	2,832
Fall 1981	7,229	3,000
Spring 1982	6,750	2,775
Fall 1982	7,178	3,190
Spring 1983	6,757	3,093
Fall 1983	6,441	3,327
Spring 1984	6,239	3,188

*Based on computer printout CCAF320 Report from Regular WSCH, First Census, Excluding Short-Term (3982). Figures include all LACCD full-term students reporting out-of-district, in-state residency.

Analysis of Student Migration Among Area Colleges Under Free-Flow

This fall the District requested and obtained data from the State Chancellor's Office on the number of students residing in LACCD but attending a college in one of the ten coterminus districts previously listed. Data included student and enrollment characteristics for incoming and outgoing students enrolling in Spring 1984. Characteristics of incoming, outgoing, and LACCD total enrolled students are compared in the attached tables. Data were provided for an additional 1,375 District residents enrolled in non-credit courses offered by neighboring colleges, but these students were excluded from the analysis.

Spring 1984 net enrollment and estimated ADA losses to the LACCD. Total enrollment in LACCD colleges was 109,328 in Spring 1984. That semester, 25,473 LACCD residents enrolled in colleges of the ten bordering districts, while 6,234 residents of these districts enrolled in LACCD colleges--a net loss to the District of 19,239 students. Their attendance at a District college would have added 18% to total enrollment; these additional students would have been 13% Asian, 13% black, 17% Hispanic and 58% white.

Annual ADA estimates were made by assuming spring and fall semester enrollment patterns would be equal, and that a full-time student would constitute one ADA and a part-time student one-third ADA. A comparison of these ADA estimates indicates that the LACCD lost 12,562 ADA while gaining 2,870--a net loss of 9,692 ADA.

Student characteristics. The major group differences between students enrolling in the District and those attending other districts were in age and ethnic distribution. Two of every five (39%) students leaving the District were under 22 years of age, compared to one in four (24%) of entering students. The most evident pattern in ethnic differences was the outflow of whites and inflow of blacks. Whereas the ethnic distribution of total District enrollment was 38% white, 23% black, 23% Hispanic and 13% Asian, a 53% majority of those leaving the District was white. Although whites constituted a 44% plurality of incoming students, 30% of the inflow was black. There was also a net loss of Asian students, with 8% entering and 12% leaving the District.

Enrollment patterns of out-of-district students support the notion that a particular college will attract an ethnic mix consistent with its native student body. Colleges in bordering districts with a majority of white students enrolled large proportions of Anglo students from neighboring District communities. Conversely, 94% of the students coming to southwest from outside the District was black, and 41% of out-of-district students attending East was Hispanic.

There were important differences in the educational goals and full-time enrollment of students entering or leaving the LACCD. About one-third (34%) of all District students declared transfer goals and 30% held occupational objectives; but among incoming students, only 26% planned to transfer while 42% had occupational interests. The opposite is the case among students leaving the District to attend neighboring colleges: 44% planned to transfer and only 27% declared occupational aims. As with total District enrollment, full-time students were almost one-quarter (24%) of District residents enrolling elsewhere, but only 19% of incoming enrollment.

Participation rates. Participation rates (the percentage of 1980 census District population enrolled in District colleges) in those communities bordering white majority districts were substantially below the districtwide rate, which was 2.9% in Fall 1982 and 2.5% in Fall 1983. For example, the participation rate from Century City, Palms, Rancho Park and West Los Angeles--all adjacent to Santa Monica--was .9% in Fall 1983, down from 1.2% in Fall 1982. The rate from Alondra, Carson and Gardena--all bordering the El Camino District--was 1.2% in Fall 1983, down from 1.6% in Fall 1982. These data suggest that outflow is increasing; inflow, however, is fairly stable.

Variations among coterminus districts. The largest number of students, 9,966 (39% of the outflow to the ten districts), enrolled at Santa Monica City College. They were predominantly white (70%), and 14% held baccalaureate degrees (double the 7% average for the District). While the characteristics of students entering the District from Santa Monica were similar in many respects to those leaving the District to enroll at Santa Monica, just 22% of entering students was under 22 years; 25% reported transfer and 43% occupational goals. Students entering the District from Santa Monica numbered just 273.

State records indicate that in Fall 1983 only 27% of Santa Monica's enrollment came from within its district; 17% was foreign student enrollment and 55% was out-of-district enrollment.

El Camino attracted the second largest number of students from the LACCD, 5,470, 21% of the total outflow of resident students to neighboring districts. Out-of-district students were 21% of El Camino's Fall 1983 enrollment. Differences in outflow and inflow were not so great as for Santa Monica, but were still considerable. Incoming students from El Camino totalled 2,386, which is 44% of District residents attending El Camino. Differences in the student characteristics of leavers compared to enterers, however, were greater than for LACCD/Santa Monica migrations. Among District residents attending El Camino, 44% was under 21 years, compared to 25% of El Camino residents attending District colleges. Blacks figure prominently in El Camino/LACCD student flow. Among District leavers, 37% was black, but 55% of El Camino entrants was black. Asians were also more likely to attend El Camino than LACCD colleges as out-of-district students. Asian residents from the District were 17% of its outflow to El Camino but just 5% of its inflow from El Camino.

In a pattern similar to that described for Santa Monica, 49% of LACCD residents enrolling at El Camino declared transfer goals, with 25% reporting occupational incentives. Among students residing in El Camino and attending LACCD colleges, only 25% planned to transfer while 46% indicated occupational aims.

The largest number of El Camino residents, 852, enrolled at West Los Angeles. They were 48% black and 38% white, older and more often part-time or evening students than is average for District students. The next largest number, 518, enrolled at Southwest; these students were 94% black, predominantly female, young adults (22-29 years) enrolling as first-time, part-time or evening students. Harbor enrolled 429 students from El Camino and Trade-Tech 376; characteristics of these students varied.

Glendale drew the next largest number, 3,390, of District residents. Only 653 came into the District from Glendale, making the net outflow 2,737. In Fall 1983, 27% of Glendale's total enrollment was foreign or out-of-district students.

Policy Issues

Data indicate that outmigration from the District far exceeds immigration to the District, and that differences in the characteristics of outflow represent a loss of transfer-bound, young, full-time students that are more often white or Asian than Hispanic or black.

A major philosophical concern is whether or not, given state-level funding, there should be any interference in student choice. At the same time, systematic losses representing classes of students suggest that border District colleges are not equally competitive for all resident constituencies. Differences in campus facilities, programs, services and student characteristics affect student choice.

Financial concerns cannot be ignored. Funding for California community colleges depends on ADA generation within legislated limits. To the extent that the quality and scope of institutions and programs affect student choice, free-flow favors mature over developing institutions. Enrollment-driven funding compounds the disadvantage developing colleges face by reducing their ability to expand facilities and services that attract enrollment.

A continuing drain on LACCD in-district enrollment, composed of a disproportionate number of students with traditional academic aspirations, could threaten the District's economic and academic base, contributing to a downward spiral.

Analysis of the Spring 1984 data indicate that:

1. The District has incurred an estimated net loss of 9,692 ADA. State reimbursement (calculated at the annual decremental rate of \$1,700/ADA) would amount to \$16,476,400.
2. Those Los Angeles colleges which bordered predominantly Anglo districts experienced the sharpest enrollment losses between Spring 1981 and Spring 1983 of all District colleges; Harbor and Southwest each declined 22% and West 11%. During the same period, El Camino fell 12% and Santa Monica just 5%.
3. Differences between the characteristics of incoming and outgoing students to and from the District indicate that disproportionate numbers of young, Anglo, Asian, affluent, more highly educated and full-time students are leaving the District. This drain changes the student composition in District colleges.
4. Differences in the educational goals between incoming and outgoing students contribute toward a shift from transfer to vocational curricular emphases in District colleges.

As a core, urban district within a large metropolitan area, extreme polarities between rich and poor, have and have-nots are common. Within each college service area, LACCD colleges strive to meet constituent needs. Colleges vary, however, in their size and developmental maturity; many of the District's border institutions--West, Southwest, Mission and Harbor--are relatively small. Competition with colleges such as Santa Monica, El Camino and Glendale, all large and well-established, is difficult for developing District institutions adjacent to such colleges. At the same time, their development depends on enrollment-driven funding. Given traditional funding policies, restrictions on outflow in excess of inflow must be initiated in districts facing acute imbalances.

The cost of reestablishing interdistrict agreements. The minimum direct costs of reestablishing interdistrict permits would be \$57,300 for additional staff, supplies and postage:

Staff Assistant	\$23,800
Intermediate Clerk Typist	15,000
Relief Clerical	7,500
Student Assistants	5,000
Maps, stationery, etc.	1,000
Postage	5,000

Indirect costs will also be significant as administrative staff absorb supervisory functions.

The impact on college admission offices will be most serious. Additional residency checking will be required and admission processes will be slowed in an effort to assure compliance with contract restrictions. Additional recordkeeping will be required. Students seeking permits will experience delays in admission and registration. Other students, unaware of restrictions, will encounter unexpected frustration.

Variation in agreements. The benefit of reestablishing interdistrict agreements will vary according to the specific restrictions agreed upon: exclusions by units, programs, terms, continuing students or ADA ceilings. The Administrative Code permits restrictions in free-flow with Santa Monica only if District residents attending Santa Monica exceed 5,000 ADA. The District already has an agreement with Long Beach limiting free-flow to 250 ADA.

The following alternatives suggest financial consequences to the District under variations in agreements, based on Spring 1984 data and ADA estimates:

Agreement	Enrollment Increase	ADA Increase	Reimbursement Increases ¹
1. Fully restricted outflow; unrestricted inflow	25,473	12,562	\$21,355,400
2. Fully restricted outflow and inflow (net outflow)	19,239	9,692	16,476,400
3. Fully restricted outflow and inflow, excluding Santa Monica	9,273	4,720	8,024,000
4. Excluding Santa Monica and limiting restrictions to students taking 6 units or more ²	4,636	3,793	6,448,100
5. Excluding Santa Monica and limiting restrictions to students taking 9 units or more ³	3,802	3,259	5,540,300
6. Excluding Santa Monica and limiting restrictions to students taking 12 units or more	2,395	2,395	4,071,500

¹At the decremental rate of \$1,700 per ADA.

²Estimated by assuming that half of enrollment would be under six units and average 3 units each, or 20% of an ADA.

³Estimated by using the proportion of Fall 1984 enrollment under nine units with an average of 4 units each, or 27% of an ADA.

Reestablishing restrictions on free-flow and requiring interdistrict permits may also result in false residency reporting by outgoing students to bypass such restrictions or to avoid efforts to obtain permits. Taking the final agreement from the examples above, and applying falsification rates of 5%, 10% and 15%, gains would be reduced to \$3,867,925, \$3,664,350 and \$3,460,775.

If permits were issued to continuing students, very little gain would be realized in the spring 1985 semester. In Spring 1984, 26% of the District outflow was of first-time students. Assuming that this proportion is the same for full-time as for part-time students and applying it to the final figure above (\$3,460,775), the amount would be reduced to \$889,802. First-time students were 31% of Fall 1984 enrollment; applying this proportion to Fall 1985 outflow, the initial gain would be slightly higher, at \$1,072,840. Over time, as continuing students complete their studies at neighboring districts and first-time resident students are restricted from attending out-of-district colleges, gains would increase.

Permits may also be given for students electing to enroll in programs offered by neighboring districts but not offered by the LACCD. It is impossible to determine the extent to which this might be the case, but because most colleges have few unique programs of any size, it is estimated that not more than from 5% to 10% of outgoing students could qualify for such a permit. At 5%, the \$3.5 million figure would be reduced to \$3.3 and at 10% it would be \$3.1 million. The \$900,000 Spring 1985 figure would drop to \$855,000 at 5% and to \$810,000 at 10%.

Estimates assume that the large majority of students now attending neighboring districts would return to an LACCD college under new agreements restricting free-flow. Such may not be the case.

Student outflow was characterized as more transfer-oriented, young, Anglo or Asian and enrolled full-time than was average for in-District enrollment or for incoming students. This pattern is consistent with the "white flight" movement of elementary and secondary students and their families from urban to suburban neighborhoods and schools.

The literature posits two major factors that contribute to "white flight":

1. Students fear attending a school in which an ethnic group other than the one to which they belong predominates.
2. Students tend to believe that the quality of education is superior in predominantly white schools and inferior in predominantly minority schools. Asian students as a group perceive their educational interests to be more closely allied with those of Anglos than with other minority groups.

If the same thinking prevails for community college students, District colleges will have to convince potential returning students that they will be safe and well-served in predominantly minority schools. To be competitive, colleges in service areas with outflow imbalances will need to develop special programs and publicity that assure potential students that their educational goals can be successfully attained.

LOS ANGELES COMMUNITY COLLEGE DISTRICT
COMPARISON OF INTERDISTRICT ENROLLMENT SPRING 1984
DEMOGRAPHICS OF STUDENT INFLOW & OUTFLOW IN PERCENTAGES

Districts	AGE						Ethnicity				Gender		Educational Level				FT/PT		Status		Total Enroll.	ADA ¹
	17 & 18- Und. 21	22-29	33-39	40-49	50-54	55-74	Asian	Black	Hisp.	White	M	F	Fr.	So.	60+ AA	BA	FT	PT	First Time	Cont.		
Total																						
LACCD	4	33	32	18	8	6	13	23	23	38	49	51	65	13	13	7	25	75	20	79	109,328	54,715
From LACCD		39	30	15	6	9	12	16	16	53	45	55	69	11	9	10	24	76	26	72	25,473	12,562
To LACCD	2	22	34	24	12	6	8	30	14	44	51	49	65	13	12	9	19	81	33	67	6,234	2,870
SANTA MONICA																						
From LACCD	1	36	30	14	5	15	6	14	9	70	43	57	58	9	9	14	25	75	18	80	9,966	4,972
To LACCD	1	21	37	21	11	10	5	11	6	73	47	53	55	13	13	19	24	76	32	67	273	135
EL CAMINO																						
From LACCD	-	42	32	16	6	4	17	37	10	34	45	55	68	11	9	8	20	80	30	68	5,470	2,554
To LACCD	3	22	35	23	11	6	5	55	6	30	43	57	68	13	11	9	18	82			2,386	1,079
GLENDALE																						
From LACCD	-	39	30	17	8	6	13	3	23	55	44	56	62	14	10	8	25	75	27	72	3,390	1,697
To LACCD	1	23	39	22	9	6	15	3	16	59	59	41	64	14	13	10	23	77			653	318
PASADENA																						
From LACCD		43	30	16	6	5	19	4	28	46	47	53	76	7	8	8	23	77	32	68	2,814	1,374
To LACCD	1	19	32	27	14	7	13	31	15	39	56	44	59	14	18	9	16	84			525	245
CERRITOS																						
From LACCD		42	32	16	16	4	7	13	32	43	46	54	80	9	7	3	17	81	33	68	1,163	533
To LACCD	2	22	30	27	13	6	14	8	25	47	67	33	67	11	11	11	14	86	38	60	214	91

¹ADA were calculated by assuming that one full-time student constitutes 1 ADA and a part-time student 1/3 ADA.

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	AGE					Ethnicity				Gender		Educational Level				FT/PT		Status		Total Enroll.	ADA ¹	
	17 & 18- Und. 21	22- 29	33- 39	40- 49	50- 74	Asian	Black	Hisp.	White	M	F	Fr.	So.	60+ AA	BA	FT	PT	First Time	Cont.			
RIO HONDO																						
From																						
LACCD	-	35	38	14	7	5	11	3	47	35	58	42	46	6	9	6	27	73	33	63	708	364
To																						
LACCD	3	23	37	25	8	5	12	2	66	17	63	38	73	11	12	3	21	79			426	201
LONG BEACH																						
From																						
LACCD		34	27	22	9	9	11	17	14	55	59	41	67	13	9	8	23	77	52	46	670	326
To																						
LACCD	1	21	38	26	10	4	16	26	17	37	57	43	65	12	14	9	25	75	35	65	363	182
COLLEGE OF THE CANYONS																						
From																						
LACCD		67	21	7	3	-	3	3	8	84	52	48	71	17	8	2	38	62	29	71	526	310
To																						
LACCD	3	22	32	24	12	8	4	3	9	81	48	52	58	16	14	11	14	86	31	70	472	203
VENTURA																						
From																						
LACCD		52	22	15	8	2	-	3	7	82	53	47	62	16			34	66	30	70	470	265
To																						
LACCD	4	26	29	21	16	4	5	2	9	81	51	49	58	15	14	13	16	84	33	67	685	301
COMPTON																						
From																						
LACCD	3	24	30	22	10	11	6	66	11	13	44	55					14	66	45	54	296	167
To																						
LACCD																	22	78			237	115

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	Time			Educational Goal				Cert.	Job Skills
	Day	Moth	Eve.	Tran. -AA	Tran. +AA	Voc. AA	GE AA		
LACCD									
Total	47	15	38	11	23	8	8	7	15
From									
LACCD	44	15	41	14	30	7	1	8	12
To									
LACCD	42	11	48	8	18	10	7	10	22
SANTA MONICA									
From									
LACCD	44			15	33	2	19	8	14
To									
LACCD	51	9	40	14	11	11	6	9	23
EL CAMINO									
From									
LACCD				17	32	8	4	4	13
To									
LACCD	41	11	48	8	21	10	7	11	15
GLENDALE									
From									
LACCD				13	24	6	5	6	15
To									
LACCD	43	12	45	7	18	11	7	11	23
PASADENA									
From									
LACCD				2	16	5	1	3	1
To									
LACCD	39	11	50	6	14	11	8	12	27
CERRITOS									
From									
LACCD				24	7	14	5	12	36
To									
LACCD	44	5	51	3	10	10	6	12	36
MT SAC									
From									
LACCD	37	8	55	3	11	11	6	7	35

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